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ANNUAL REPORT
of the
Montana Merit System Council

DEPARTMENT OF PUBLIC WELFARE
UNEMPLOYMENT COMPENSATION COMMISSION
STATE BOARD OF HEALTH

1942

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LETTER OF TRANSMITTAL

June 15, 1943

Montana State Board of Health
Montana Department of Public Welfare
Montana Unemployment Compensation Commission

Gentlemen:

The Merit System rules for the Montana State Board of Health, the Montana Department of Public Welfare, and the Montana Unemployment Compensation Commission provide that:

> "...The Council shall examine into and make a written report at least annually on the operation of the Merit System, including the conduct of examinations, the establishment of registers, certifications from the registers, promotions, salary advancements, dismissals, demotions, transfers, and separations, and the maintenance of classification and compensation plans..."

In compliance with the above provision, we have the honor of transmitting herewith the report of the Merit System Council for the period from January 1, 1942 to December 31, 1942.

Respectfully submitted,

Emmet J. Riley, Chairman

Francis A. Thomson, Member

E. Martin Larson, Member

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REPORT OF MONTANA JOINT MERIT SYSTEM COUNCIL

Covering period from January 1, 1942 to December 31, 1942

HISTORICAL BACKGROUND

The Montana Joint Merit System Council is now in its second year of operation. However, the merit system principle of personnel administration has been used in some of the agencies included under the Joint Merit System for a considerably longer time. The Department of Public Welfare has had a merit system in continuous effect since March 1, 1938 and all professional employees in the Montana Employment Service have been selected on the basis of merit examinations since 1937.

The Montana Joint Merit System serves three state agencies—the Unemployment Compensation Commission, the Department of Public Welfare, and the State Board of Health. These three agencies operate under separate rules adopted on the following dates:

Unemployment Compensation Commission.....February 27, 1940
Department of Public Welfare.....November 26, 1940
State Board of Health.....April 14, 1940

Since the federalization of the Montana Employment Service, the Merit System has continued to conduct examinations and certify the personnel needed for that agency.

As is the custom in practically all jurisdictions, including the federal government, the installation of a merit system involves the requirement of a qualifying examination for all incumbents if they are to retain their positions. Such qualifying examinations were given in 1941 for all employees of the Unemployment Compensation Commission, many of the employees of the Department of Public Welfare and all the stenographic and clerical employees of the State Board of Health and the United States Employment Service in Montana. All professional

employees of the United States Employment Service in Montana and most of the employees of the Department of Public Welfare had previously been required to take qualifying examinations. The privilege of taking qualifying examinations was extended to all persons employed prior to January 1, 1940. Those employed after this date were required to take open competetive examinations and to rank high enough on the appropriate register to be reached for appointment in the regular manner. In the first two examination programs, over 6500 applications were received. However, a number of persons applied to take more than one examination and the total number of individuals participating in the two testing programs was about 2800. Of the incumbents who took the examinations on a qualifying basis, nine failed to secure a passing grade and were released, and their positions were then filled by regular certifications from the new registers.

MERIT SYSTEM COUNCIL

The members of the Merit System Council are Dr. Emmet J. Riley, President of Carroll College at Helena; Dr. E. Martin Larson, physician, of Great Falls; and Dr. Francis A. Thomson, President of the Montana School of Mines at Butte. The Council members are appointed for six year terms in such a manner that one term expires in each even numbered year.

The Merit System Council is responsible for establishing the general policies with respect to the personnel administration of the agencies concerned, and it is empowered to make recommendations with respect to methods and standards of personnel administration in conformity with the rules of the various agencies.

During the period covered by this report, the Council has held six meetings. Among matters which have been considered at these meetings have been appeals from persons rejected from taking examinations, appeals from persons who failed examinations, changes in compensation and classification plans, changes in Merit System rules of the agencies, methods of recruitment to secure applicants for positions under war-time conditions, the procedure for establishing registers of eligibles after examinations have been given, and the adoption of a semi-annual budget for the Merit System office.

CHANGES IN ADMINISTRATIVE REGULATIONS

Early in 1942, it became evident that war-time conditions would necessitate a number of changes in the administrative regulations under which the Merit System operates in the various agencies. A heavy loss of personnel in all agencies soon made it necessary to make revisions in the compensation plans and to amend the rules so as to provide for simplified methods of recruitment, examination, and certification. Employees of the Unemployment Compensation Commission and the United States Employment Service in the lower wage groups were granted salary adjustments effective April 1, and all new employees in these classes of positions were thereafter inducted at the third step in the salary range. It was not possible with the funds available to change the compensation plan for the Department of Public Welfare. However, in this agency, salary increases were granted wherever possible in order to keep the number of separations at a minimum.

Changes in the rules provided for the elimination of oral interviews for those classes of positions where it was evident that the

registers would be exhausted within a short time. They also provided for continuous recruitment with periodical examinations for those classes of positions where it was not possible to maintain adequate registers by the usual procedures. Some consideration was given to the possibility of using war-duration appointments, but no final action in this matter was taken prior to December 31, 1942. Another important amendment provided that permanent or probationary employees who had been granted leaves of absence to enter the military service of the United States should have reinstatement rights to take effect within a fixed time after the termination of the military service.

In the State Board of Health, it was necessary to establish emergency classifications on a war-duration basis in the public health nursing field, since it was no longer possible to secure an adequate supply of nurses having the minimum requirements specified in the regular classification plan of the agency. In the Department of Public Welfare, a new rule was approved which specifically defines conflicting employment and sets up a definite procedure for determining whether employment outside of office hours shall be considered as being in conflict with the full-time position of the person concerned.

It should be noted that the amendments to the rules for the various agencies were made for the purpose of meeting present conditions and involve no alteration in the fundamental principles set down originally for the operation of the Merit System.

RECRUITMENT

Two examination programs were conducted on a state-wide basis during 1942. The first program was for five classes of positions; namely, Junior Caseworker, Intermediate Clerk, Junior Clerk, Intermediate

TABLE I

PERSONS APPLYING FOR MERIT EXAMINATIONS

JAN. 1, 1942 - DEC. 31, 1942

Closing Date	Position	Number			Per Cent
		Applied.	Admitted:	Rejected:	Admitted
4-1-42	Junior Caseworker	251	158	93	62.9
4-1-42	Intermediate Clerk	644	481	163	74.7
4-1-42	Junior Clerk	1 274	1,215	59	95.4
4-1-42	Intermediate Stenographer	344	209	135	60.8
4-1-42	Junior Stenographer	872	852	20	97.7
11-1-42	Senior Interviewer	82	63	19	76.8
11-1-42	Junior Interviewer	125	103	22	82.4
11-1-42	Field Advisor	21	12	9	57.1
11-1-42	Statistician	20	16	4	80.0
11-1-42	Junior Caseworker	90	63	27	70.0
11-1-42	Secretary	42	35	7	83.3
11-1-42	Senior Stenographer	70	64	6	91.4
11-1-42	Senior Clerk	99	95	4	96.0
11-1-42	Senior Child Welfare Worker	10	3	7	30.0
11-1-42	Child Welfare Supervisor	4	1	3	25.0
	TOTALS	3,948	3,370	578	85.4

Stenographer, and Junior Stenographer. The examination announcement was released on February 27 and the closing date for receipt of applications was April 1. The second examination program was for ten classes of positions; namely, Senior Interviewer, Junior Interviewer,

Secretary, Senior Stenographer, Statistician, Field Advisor, Senior Clerk, Junior Caseworker, Senior Child Welfare Worker, and Child Welfare Supervisor. The examination announcement was released on September 16 and the closing date for receipt of applications was November 1. In both examination programs, Montana residence was required of all applicants except those seeking employment in the Child Welfare field. In order to secure adequate publicity for the examinations, announcements were released to the following groups and individuals:

All schools of social work in the United States
All colleges in the United States in which Montana students were likely to be enrolled
All units of the Montana State University
All business colleges in Montana
All newspapers in Montana
All county superintendents of schools in Montana
All clerks and recorders in Montana
All postmasters in Montana
Montana Service Clubs
All eligibles on registers who appeared qualified to take the examinations
All members of the 1941 Montana Legislative Assembly
All public and private libraries in Montana
All labor organizations in Montana.

News releases were prepared from time to time, usually at one-week intervals, stressing the positions for which publicity appeared to be most needed on the basis of a day-to-day tabulation of receipt of applications. These releases were sent to all daily and weekly papers and all radio stations in the state. The number of applications received for each position and the number of persons accepted is given in Table I.

RECEIPT AND REVIEW OF APPLICATIONS

The first step in the actual examination process is the receipt and review of applications. The application is actually a part of the examination for it is used as the basis on which a person is accepted or rejected, and it is also the basis on which he is rated on his training and experience. Most applicants are aware of this fact and use great care in preparing their applications but occasionally (and this is particularly true of last-minute applications filed just before the closing date) applications are received which are so incomplete that it is impossible to evaluate training or experience without requesting further information from the applicant.

In the first examination program, 3040 persons filed applications. In the second program 361 persons filed applications. In both testing programs many applicants filed for more than one position. The total number of applicants was 2401, while the total number of position applications was 3948, or an average of 1.64 applications per person.

On its receipt in the Merit System Office, each application was carefully processed, usually on the day received, and a preliminary evaluation was made to determine whether the applicant could be accepted for the positions for which he had filed. A final decision with respect to acceptance was made after the closing date by a rating board composed of persons familiar with the requirements of the agencies concerned and the specifications of the positions for which examinations were being given.

The most common grounds for rejection are: (1) failure to show

Montana residence (which is not required, however, for Child Welfare positions); (2) failure to show the minimum qualifications of education and experience set forth in the classification plan and the examination announcement; (3) failure to submit the completed application prior to the closing date specified.

Other grounds specified in the Merit System Regulations include: intentional falsification in the application; participation in the compilation or correction of the examination; prior acquisition of information concerning the examination; dismissal from the public service for delinquency or misconduct; addiction to the excessive use of intoxicants or narcotics; and guilt of any infamous crime or notoriously disgraceful conduct.

Practically all disqualifications made at this stage of the examination process were based upon one of the three first named grounds, the reason for this being that investigations of the statements contained in the applications were not made until after the written tests had been given. It is evident that it would be very wasteful to make investigations before it is known whether the applicants will secure a passing grade in written tests and can be considered for employment. Furthermore, if investigations were to be made before the written examinations were administered, the testing process would be considerably slowed down and many applicants would no longer be interested in taking the tests if the intervening time between the filing of the application and the written examination was more than a very few weeks. In the two examination programs it was possible to give the written tests within five weeks of the closing date for receipt of applications.

Of the 3948 applications received in the two examination programs, 3370, or 85.4% were accepted. The heaviest rejections were in the Child Welfare positions, Field Advisor and Intermediate Stenographer and Junior Caseworker, the reason probably being that a great many applicants secured their information about the examinations from newspaper articles or radio announcements which did not contain specific information with respect to the minimum qualifications required.

WRITTEN EXAMINATIONS

The basic part of all the examinations given by the Merit System Council during the period under review was the written assembled examination. For reasons now accepted by practically all authorities in the field of public personnel administration, the short answer or objective type of examination was used on every occasion. The actual examination material was developed with the highly valuable assistance of the State Technical Advisory Service of the Federal Social Security Board and of competent test consultants from Montana, chosen because of their expert qualifications in the subject matter of the various examinations given.

The written examinations were administered in the two series already indicated, using sixteen examination centers in the state for the tests given on May 9 and fifteen centers in the state for the tests given on November 21. The monitors used in these examinations are listed in Table II. Since a number of the applicants in the May examination were Montana residents attending school outside the state, it was necessary to arrange for eight test centers outside Montana. At one of these centers, Oklahoma City, Oklahoma, the test was given

TABLE II

MONITORS FOR MERIT EXAMINATIONS

JAN. 1, 1942 - DEC. 31, 1942

Examination Center	Name	Title
	Montana Examination Centers	
Billings	Bock, Dan A.	Head Monitor
	Guthrie, A. B.	Head Monitor
	McReynolds, Vera	Dictation Monitor
	Mosier, Hugh	Monitor
	Nugent, Lois	Dictation Monitor
	Peterson, R. Manfred	Monitor
	Rickman, Helen	Monitor
	Rigby, Noel	Monitor
Bozeman	Lessley, E. Mae	Dictation Monitor
	Montgomery, Zula J.	Dictation Monitor
	Ragsdale, J. G.	Head Monitor
	Urdahl, E. R.	Monitor
Butte	Abshire, Mollie	Dictation Monitor
	Charles, Florence	Dictation Monitor
	Haskins, Inez	Monitor
	Hodge, George	Monitor
	Hoem, Inga	Monitor
	Kennedy, Ruth	Head Monitor
	MacPherson, Kathrin	Monitor
Dillon	David, Dorothy	Dictation Monitor
	Dorr, Frances F.	Head Monitor
Glendive	Bjork, Ray	Head Monitor
	Davis, Lucretia	Head Monitor
	Elton, Oleana	Dictation Monitor
	Messinger, Calvin	Monitor
Great Falls	Clinton, Evelyn	Dictation Monitor
	Erickson, Karl W.	Dictation Monitor
	Hartman, Marjorie	Monitor
	Morris, Beulah K.	Head Monitor
	Rowe, Victor	Monitor
	Spaulding, Rosalea	Monitor
Havre	Ashline, Mary	Monitor
	Bovee, Jennie	Dictation Monitor
	Briggs, Helen	Dictation Monitor
	Gillespie, Evelyn	Monitor
	Gillespie, O. Lloyd	Head Monitor

TABLE II, Continued

Examination Center	Name	Title
Helena	Baty, Milton	Monitor
	Collins, Helen	Dictation Monitor
	Dietmeier, Gertrude	Monitor
	Dugan, Duane	Monitor
	Dugan, Mrs. Duane	Monitor
	Fechter, Helen	Head Monitor
	Hardin, Mary F.	Dictation Monitor
	Laity, Clifford	Dictation Monitor
	Trumbull, Charles M.	Monitor
	Wahl, W. W.	Head Monitor
Kalispell	Bradshaw, Leora	Dictation Monitor
	Crail, Ruth	Monitor
	Kurtichanov, Titus	Head Monitor
	Thon, Cleora	Monitor
Lewistown	Brockman, L. O.	Dictation Monitor
	Robertson, G. E.	Head Monitor
Malta	Lesselyong, J. H.	Head Monitor
	Shannon, Lillian	Dictation Monitor
Miles City	Bauer, Jacob	Monitor
	Denton, Glenn L.	Head Monitor
	Gill, Louise	Dictation Monitor
Missoula	Aasheim, E. T.	Dictation Monitor
	Aasheim, Ettabel	Dictation Monitor
	Budewitz, Harry P.	Head Monitor
	Grady, Montana	Dictation Monitor
	Keeton, Florence M.	Monitor
	Kelley, Frank T.	Monitor
	Wilson, Brenda	Head Monitor
Plentywood	Fellbaum, E. H.	Head Monitor
	Nerseth, Muriel	Dictation Monitor
	Skor, Lloyd	Monitor
Shelby	Messenger, Oliver	Head Monitor
	Wampler, W. Norman	Head Monitor
Wolf Point	Jensen, Beulah	Dictation Monitor
	Johnson, Milo	Head Monitor
	Olson, Agnes	Monitor

TABLE II, Continued

Examination Center	Name	Title
	Out-of-State Examination Centers	
Albuquerque, New Mexico	Rogers, Mrs. H.	Head Monitor
Oklahoma City, Oklahoma	Dillon, Roy A.	Head Monitor
San Francisco, California	U. S. Civil Service Comm.	Head Monitor
Seattle, Washington	Reiman, Marjorie	Head Monitor
Spokane, Washington	Weller, Marcella	Head Monitor
Toppenish, Washington	Jones, Arthur	Head Monitor
Washington, D. C.	Miss Walker	Head Monitor
Wichita, Kansas	Hondros, George	Head Monitor

for the purpose of providing an opportunity for the staff in the Oklahoma Merit System Office to take promotional examinations. Obviously, they would be unable to take tests which they had helped prepare. Similar opportunities for promotion have been given to employees in the Montana Merit System Office through the cooperation of the Idaho Merit System. The dates of the written examinations and the results are indicated in Table III.

Tests were scored by the use of the scoring templates. For each class of position, the raw scores (number of questions answered correctly) were tabulated and the mean and standard deviation calculated. The passing grade was set at one standard deviation below the mean, with the exception that in no case was the passing point lower than 50 per cent

TABLE III

RESULTS OF WRITTEN EXAMINATIONS

JAN. 1, 1942 - DEC. 31, 1942

Examination Date	Position	Number			Per Cent	Number		Per Cent
		Eligible	Appearing	Absent	Appearing	Passing	Failing	Passing
5-9-42	Jr. Caseworker	158	116	42	73.4	96	20	82.8
5-9-42	Int. Clerk	481	356	125	74.0	282	74	79.2
5-9-42	Jr. Clerk	1,215	903	312	74.3	762	141	84.4
5-9-42	Int. Stenographer	209	141	68	67.5	123	18	87.2
5-9-42	Jr. Stenographer	852	604	248	70.9	431	173	71.4
11-21-42	Sr. Interviewer	63	47	16	74.6	39	8	83.0
11-21-43	Jr. Interviewer	103	81	22	78.6	65	16	80.2
11-21-42	Field Advisor	12	9	3	75.0	6	3	66.7
11-21-42	Statistician	16	12	4	75.0	9	3	75.0
11-21-42	Jr. Caseworker	63	46	17	73.0	36	10	78.3
11-21-42	Secretary	35	30	5	85.7	26	4	86.7
11-21-42	Sr. Stenographer	64	51	13	79.7	43	8	84.3
11-21-42	Senior Clerk	95	76	19	80.0	54	22	71.1
11-21-42	Sr. Ch. Welfare Wrkr.	3	3	0	100.0	3	0	100.0
11-21-42	Ch. Welfare Supr.	1	0	1	-	-	-	-
	TOTALS	3,370	2,475	895	73.4	1,975	500	79.8

of the items nor higher than 70 per cent of the items.

The number of position applications accepted in the two examination programs was 3,370, while the number of individual examinations written was 2,475 or 73.4% of those eligible to participate. Most of the

difference between the number accepted and the number appearing is accounted for by actual absences on the day of the written examination, and the fact that a number of persons had applied for more tests than they could take in the time allotted. The number of examination papers which received passing grades was 1,975, or 79.8% of the total number scored. The heaviest loss of candidates due to failure to appear for the examination was in the Junior and Intermediate Stenographer group. With the present shortage of stenographers it is likely that many applicants for this type of work secured good positions during the interval between the filing of the application and the examination date, and were no longer interested in taking merit examinations.

STENOGRAPHIC PERFORMANCE TESTS

Montana Merit System rules provide that all applicants for stenographic positions must take a performance test in addition to the written examination. This performance test is prepared in such a way as to test the applicant's speed and accuracy both in typing and taking dictation. An applicant is allowed to use a machine for taking dictation if he so desires. In both examination programs, the performance test was administered on the same day as the written examination in order to reduce the amount of travel required of candidates who were competing for stenographic positions. The obvious disadvantage to giving two tests on the same day is the fact that it is much more tiring for the candidates. However, under present conditions of travel, it appears that the fact that the candidates need to make only one trip to the examination center should be the major consideration

particularly in this state where it is necessary, in some cases, to travel forty or fifty miles to take a test. Table IV contains the figures on the results of the performance tests given during the year. Of the 1,160 eligible candidates, only 804 (69.3%) appeared to take the test and of those appearing 590 (73.4%) received a passing grade.

TABLE IV

RESULTS OF PERFORMANCE TESTS

JAN. 1, 1942 - DEC. 31, 1942

Examination Date	Position	Number			Per Cent	Number		Per Cent
		Eligible	Appearing	Absent	Appearing	Passing	Failing	Passing
5-9-42	Int. Stenographer	209	136	73	65.1	106	30	77.9
5-9-42	Jr. Stenographer	852	599	253	70.3	426	173	71.1
11-21-42	Secretary	35	26	9	74.3	21	5	80.8
11-21-42	Sr. Stenographer	64	43	21	67.2	37	6	86.0
	TOTALS	1,160	804	356	69.3	590	214	73.4

ORAL EXAMINATIONS

Written examinations are used for the purpose of testing an applicant's practical, technical, subject matter knowledge in a particular field, while performance tests are used to determine his degree of skill in the operation of mechanical office equipment. It is not possible with only these tests to make an evaluation of personality traits and characteristics which are of great importance in positions involving supervision of other employees or contacts with clients or with

the public. For this reason the examinations for those classes of positions which require supervisory ability or ability to meet the public required a personal interview. The oral interview tends to be the most subjective part of the examination process and great care was exercised in the selection of oral board members and in the construction of the rating form employed. The oral board members were given specific instructions regarding the necessity of objectivity in their evaluations.

The Merit System rules require that oral examinations be conducted by a board of at least three members, one of whom must be technically familiar with the duties of the position or positions for which the examinations are being held. In the first examination program it was possible to have oral boards which traveled from one center to the next, thus securing a good comparison of candidates throughout the state. In the second examination program, this procedure could not be used because of travel restrictions and oral boards were selected at each examination center. However, at almost every center, it was possible to secure the services of some person who had assisted in previous oral examinations given by the Merit System Council.

The purpose of the oral interview is, of course, to eliminate the obviously unfit candidate and to evaluate the relative fitness of those who are given a passing grade. In the oral interview, the board attempts to evaluate each candidate with respect to specified personal characteristics and makes an over-all rating indicating their estimate of his probable success in the position for which he

has made application. The oral interview is not designed to test a candidate's technical knowledge in the field in which he is seeking employment.

During the period under review, only four candidates were failed by the various oral boards, two of these being applicants for the Junior Caseworker position, one for the Secretary position and one for the Senior Interviewer position. From Table V it is seen that 243 of the 275 persons (88.4%) admitted to oral examinations actually appeared and 239 of those who appeared (98.4%) secured passing grades.

TABLE V
RESULTS OF ORAL INTERVIEWS

CONDUCTED DURING 1942

Date of Written Test	Position	Number			Per Cent	Number		Per Cent
		Eligible	Appearing	Absent	Appearing	Passing	Failing	Passing
5-9-42	Junior Caseworker	96	81	15	84.4	81	0	100.0
11-21-42	Senior Interviewer	39	36	3	92.3	35	1	97.2
11-21-42	Junior Interviewer	65	56	9	86.2	56	0	100.0
11-21-42	Secretary	21	19	2	90.5	18	1	94.7
11-21-42	Field Advisor	6	5	1	83.3	5	0	100.0
11-21-42	Statistician	9	9	0	100.0	9	0	100.0
11-21-42	Junior Caseworker	36	34	2	94.4	32	2	94.1
11-21-42	Sr. Ch. Welfare Wrkr.	3	3	0	100.0	3	0	100.0
	TOTALS	275	243	32	88.4	239	4	98.4

RATING OF EDUCATION AND EXPERIENCE

In certain positions which are filled through merit examinations the individual's capacity to perform satisfactorily on the job depends to a considerable degree upon his background of education and experience. For these positions an essential part of the examination process is the objective rating of the education and experience records of the candidates as submitted on their application blanks. In the period under review such ratings of training and experience were made for the following positions for which examinations were given: Junior Caseworker, Senior Interviewer, Junior Interviewer, Secretary, Senior Stenographer, Statistician, Field Advisor, Senior Clerk, Senior Child Welfare Worker, and Child Welfare Supervisor. The weight given to this part of the examination varies from one position to another due to the fact that for some positions it is possible to predict performance on the job better from the results of a written examination than by the evaluation of the person's education and work background. The relative weight assigned to the education and experience rating is determined by the Supervisor after consultation with the agencies concerned. The respective weights for training and experience for the various positions were as follows: Senior Child Welfare Worker and Child Welfare Supervisor, 50%; Senior Interviewer, Statistician, and Field Advisor and Junior Caseworker, 30%; Junior Interviewer, Secretary, Senior Stenographer and Senior Clerk, 20%.

As previously stated, the rating of education and experience is based on the information contained on the application blank. The task of rating education and experience is very expensive in both time and money, and is therefore left as the final part of the examination

process to be applied only in the case of those candidates who have successfully completed all preceding parts of the examination. The preliminary review of applications is not a rating of education and experience, but merely a determination of whether the candidate possesses the announced minimum qualifications for the positions for which he has made application.

The scoring system employed in rating education and experience allowed a score of 70 per cent (just passing) for the minimums of education and experience required. Additional credit was given for training beyond the minimums. The maximum rating likely to be attained for each position was made equivalent to 100 per cent and candidates received a per cent score equivalent to their place on the scale between the minimum and the maximum. Since education and experience records of individuals vary considerably both as to quality and quantity, it is necessary, if the ratings are to be equitable and objective, that standards of rating be formulated for each class of position. On the rating form used, education was rated in three gradations, these being (1) directly related to the position; (2) closely related and (3) unrelated. Experience was rated in five gradations, these being (1) supervisory experience directly related to the position (2) non-supervisory experience directly related to the position (3) closely related experience (4) related experience, and (5) unrelated experience.

Naturally the greatest credit was given for education and experience related to the position, scaling downward to the unrelated education and experience for which little or no credit was granted. In the rating of experience greater credit was given for recent work of a particular type than for similar work performed some years ago.

VERIFICATION OF EDUCATION AND EXPERIENCE

The examination process is not completed when the steps indicated above have been taken. In order to prevent giving credit to persons who might make willful misstatements in their applications. it is necessary to investigate and verify the information contained in the application blanks. This verification was made immediately after the register had been established and for most candidates was completed before they had been selected for a position. In the event of willful misstatements, candidates can be removed from the registers and if they have already been appointed, they are subject to removal from their position. If the misstatement appears to be unintentional, the education and experience is merely rerated and the candidate's position on the register is changed accordingly.

The investigations undertaken have been carried out entirely by correspondence. Form questionnaires for the verification of educational and employment records as claimed in the application have been utilized. In the period under review less than 1 per cent of the candidates were rerated for unintentional misstatements and only two persons were removed from the registers because of willful misstatements in their application blanks. In most cases the discrepancy between the information supplied by the applicant and the information secured from schools which they have attended or from employers for whom they have worked was found to be immaterial and unintentional.

PLANS FOR NEW EXAMINATIONS

In the period under review it became increasingly evident that it would be difficult to maintain registers for those classes of

positions where a number of appointments were made. The most acute shortage of candidates was in the Junior Caseworker and the Child Welfare Worker field and for these positions continuous recruitment was announced with the intention of giving examinations periodically whenever a sufficient number of applications was received.

Other positions for which continuous recruitment will become necessary are: all positions in the stenographic series, Junior Clerks and Junior Interviewers. For most of the other positions in the agencies under the Merit System, it is possible to make replacements by promotions.

ESTABLISHMENT AND MAINTENANCE OF REGISTERS

As soon as possible after the completion of ratings for all parts of the merit examinations, registers of eligibles were established and successful candidates were notified of their final ratings and rank on the register. Table VI gives the dates involved showing the closing date for filing application, date of the written examination, date of the performance test, date of the oral interviews, and date on which the register was established. Ordinarily Merit System registers are established for a period of two years and are cancelled at the end of that time or whenever a new register can be established from another examination. Under war-time conditions it has been necessary to cancel a number of registers before the expiration of the two-year period. In those cases where recruitment is continuous registers have not been cancelled but eligibles secured from periodical examinations have merely been added to the original register on the basis of their final examination rating. This has been done because so many persons who

TABLE VI

DATES OF EXAMINATIONS AND ESTABLISHMENTS OF REGISTERS

Position	Closing Date	Date of Written	Date of Performance Test	Date of Oral	Date of Establishment of Registers
Junior Caseworker	4-1-42	5-9-42		June '42	7-1-42
Intermediate Clerk	4-1-42	5-9-42			6-6-42
Junior Clerk	4-1-42	5-9-42			6-6-42
Int. Stenographer	4-1-42	5-9-42	5-9-42		7-1-42
Junior Stenographer	4-1-42	5-9-42	5-9-42		7-1-42
Senior Interviewer	11-1-42	11-21-42		12-12-42	12-19-42
Junior Interviewer	11-1-42	11-21-42		12-12-42	12-19-42
Field Advisor	11-1-42	11-21-42		12-12-42	12-19-42
Statistician	11-1-42	11-21-42		12-12-42	12-19-42
Junior Caseworker	11-1-42	11-21-42		12-12-42	12-19-42
Secretary	11-1-42	11-21-42	11-21-42	12-12-42	12-19-42
Senior Stenographer	11-1-42	11-21-42	11-21-42		12-19-42
Senior Clerk	11-1-42	11-21-42			12-19-42
Sr. Child Welfare Wrkr.	11-1-42	11-21-42		12-12-42	12-19-42
Child Welfare Supr.	11-1-42				

have ratings on the various registers are unavailable for a period of time and if they later can be employed it is desirable to be able to appoint them without reexamination when there is such a great shortage of qualified personnel.

In order to maintain accurate information with respect to availability of eligibles listed on merit registers, it is necessary to cir-

cularize these persons from time to time. The frequency of circularization is determined by the number of appointments made from the register. It was found during the year that in some classes of positions, particularly in the stenographic series, availability changed so rapidly that it was necessary to circularize the high-ranking eligibles at the time of each certification. Thus, although only three names are certified for each position, it was often necessary to write to ten or even twenty eligibles in order to be sure that three of these persons would actually be available for appointment.

CERTIFICATIONS AND APPOINTMENTS

The Merit System Council, under the provisions of the Merit System rules of the participating agencies, does not make appointments of any persons except those in the Merit System Office itself. It does, however, establish the list of eligibles from which a selection can be made. For a single vacancy the appointing authority of the agency concerned is allowed to select one of the three highest ranking eligibles actually available on the register for the position concerned. If there is more than a single vacancy the Merit System Supervisor certifies a number of names equal to one and two-thirds times the number of vacancies. For the next vacancies in the same class of position the Supervisor certifies the names not selected for the previous appointment and as many more additional names as are required. Table VII indicates the number of certifications made in the period under review, the number of names certified, the classes of position, and the number of persons appointed. During the year 391 certifications listing 851 persons eligible for appointment were issued to the agencies under the Merit System, and from these certifications

TABLE VII

CERTIFICATION FOR APPOINTMENT

JAN. 1, 1942 - DEC. 31, 1942

Position	Number of Certifications	Names Certified	Number Appointed
Department of Public Welfare County Offices			
Typist	1	2	1
Junior Stenographer	41	119	32
Intermediate Stenographer	23	39	24
Senior Stenographer	6	6	6
Junior Clerk	1	2	1
Intermediate Clerk	5	7	5
Senior Clerk	5	11	4
County Supervisor, Class I	4	4	4
County Supervisor, Class II	4	6	4
County Supervisor, Class III	9	9	9
Senior Caseworker	32	34	31
Junior Caseworker	53	150	44
Senior Child Welfare Worker	1	1	1
TOTALS	185	390	166
Department of Public Welfare State Office			
Typist	2	6	2
Junior Stenographer	13	35	15
Intermediate Stenographer	13	35	8
Senior Stenographer	2	5	1
Junior Clerk	7	20	6
Intermediate Clerk	6	14	5
Senior Clerk	4	7	3
Senior Accounting Clerk	2	2	2
Director, Auditing & Finance	1	1	1
Field Supervisor	3	5	3
Administrative Assistant	2	2	2
Asst. Dir. of Commodity Distr.	1	1	1
Director of Service	1	1	0
Director of Purch. & Service	1	1	1
Supervisor of Service	1	1	1
Child Welfare Supervisor	1	1	0
Child Welfare Consultant	1	1	1
Sr. Child Welfare Worker	2	2	2
Junior Statistician	1	2	1
TOTALS	64	141	55

TABLE VII, Continued

Position	Number of Certifications	Names Certified	Number Appointed
Merit System Office			
Junior Clerk	2	6	2
Junior Stenographer	2	6	2
Intermediate Stenographer	2	6	2
Secretary	1	3	1
TOTALS	7	21	7
State Board of Health			
Typist	3	9	3
Junior Stenographer	11	31	10
Intermediate Stenographer	7	14	6
Senior Stenographer	10	22	10
Junior Clerk	3	7	3
Intermediate Clerk	1	1	1
TOTALS	35	84	33
Unemployment Compensation Commission			
Junior Stenographer	3	6	3
Intermediate Stenographer	1	1	1
Junior Clerk	20	55	22
Intermediate Clerk	5	9	5
Senior Clerk	1	1	1
File Clerk	2	6	2
Supervising File Clerk	2	4	2
Intermediate Accounting Clerk	1	1	1
Senior Accounting Clerk	1	1	1
Accountant	1	1	1
Field Advisor	5	13	4
Chief of Research & Statistics	1	3	1
Telephone Operator	1	3	0
Senior Interviewer	2	2	2
TOTALS	46	106	46

TABLE VII, Continued

Position	Number of Certifications	Names Certified	Number Appointed
United States Employment Service			
Typist-Clerk	1	1	1
Junior Stenographer	7	17	7
Senior Stenographer	1	1	1
Junior Clerk	10	30	10
Intermediate Clerk	3	5	3
Key Punch Operator	2	6	2
Junior Interviewer	16	29	15
Senior Interviewer	6	8	6
Manager	2	2	2
Field Supervisor	2	4	2
Administrative Assistant	1	1	1
Occupational Analyst	1	1	1
Accountant	1	1	1
Statistician	1	3	1
TOTALS	54	109	53
TOTALS FOR ALL AGENCIES	391	851	360

360 persons were appointed. In cases where the number of certifications is greater than the number of persons appointed, it is usually because none of the persons listed on the first certification were actually available for appointment.

Most persons who are selected from Merit System registers are given a probationary appointment which becomes permanent after satisfactory completion of a six-month probationary period. It is sometimes necessary to select employees for temporary positions and in these cases the supervisor certifies those eligibles who are available for the temporary work under the conditions specified by the agency. All

probationary and temporary appointments must be made from regularly established merit registers. In the absence of such registers, it is possible to make emergency and provisional appointments. Emergency appointments can be made for a thirty-day period and provisional appointments for a six-month period. Provisional appointees can secure probationary appointments if they take a merit examination during this six-month period and secure sufficiently high ratings to be within reach for regular certifications. In some cases persons who have previously worked for the agency for at least three months as permanent, probationary, or temporary employees are given intermittent appointments. Under such an appointment they do not work full time and are not allowed to work continuously for more than sixty days or to work more than six months during any twelve-month period.

PROMOTIONS AND OTHER PERSONNEL ACTIONS

The Merit System Rules of the participating agencies provide that insofar as is practicable and advisable, vacancies shall be filled by promotion of qualified permanent employees, based upon individual performance and other qualities of value as evidenced by recorded service ratings and recommendations of executive officers, with due consideration for length of service. These service ratings are made by the agencies and it is also their right to select the candidates for promotion. However, all personnel records, including service ratings, are open to inspection by the Merit System Council. Before a promotion can become effective, it is necessary that the candidate for promotion be certified by the Merit System Supervisor as possessing the minimum qualifications of education and experience prescribed for the position

TABLE VIII

SALARY INCREASES, PROMOTIONS AND OTHER PERSONNEL ACTIONS
JAN. 1, 1942 - DEC. 31, 1942

Class of Position	Salary Adjustments	Salary Increases	Salary Decreases	Promotions	Demotions	Transfers	Reinstatements	Reclassifications
Department of Public Welfare								
Typist		2		2				
Jr. Stenographer		28		20				4
Int. Stenographer		23		4		1		4
Sr. Stenographer		37	1			2	2	3
Jr. Clerk		2		2				1
Int. Clerk		6		3				
Sr. Clerk		5		3				
Sr. Account. Clerk		4						
Accountant		2						1
Dir. of Audit. and Finance		1						
Jr. Caseworker	1	73		27		7		
Sr. Caseworker		51		15	1	3		
Co. Supr. Cl. III		18						
Co. Supr. Cl. II		8			1		1	
Co. Supr. Cl. I		8		1	1			
Supr. C. C. C. Sel.		1						1
State Field Supr.	4	9				3		1
Dir. Pub. Assistance		2						
Jr. Ch. Welfare Wrkr.		3		1		1		
Sr. Ch. Welfare Wrkr.		4		1		3		
Child Welfare Cons.		8		1	1			
Dir. Ch. Welfare Serv.		1						
Interpreter		2						
Dir. Purch. & Serv.		1						1
Asst. Dir. Comm. Dist.		1						1
Dir. Commodity Distr.		1						
Dir. Div. of Service				1				
Admin. Assistant		1						
TOTALS	5	302	1	81	4	20	3	17
Merit System Office								
Junior Clerk		1						
Secretary		1						
Supervisor		1						
TOTALS		3						

TABLE VIII, Continued

Class of Position	Salary Adjust-ments	Salary In-creases	Salary De-creases	Promo-tions	Demo-tions	Trans-fers	Rein-state-ments	Reclass-ifica-tions
State Board of Health								
Jr. Stenographer				5			2	1
Int. Stenographer				1			2	
Sr. Stenographer		3						
Chief Clerk		1						
Nurse in Training				6			5	
Jr. P. H. Nurse				2			3	
Sr. P. H. Nurse		2		3	1		2	
Orthoped. Fld. Supr.		1						
Distr. Adv. Nurse		1						
Nurse Instructor								1
Asst. Dir. Food and Drug Div.		1		1				
Chemist, F & D		1						
Engineer, Ind. Hyg.		1		1				
Laboratory Helper							1	
Nurse-Technician								1
Jr. Bact.-Serol.		4						
Sr. Bact.-Serol.		1						
Asst. Dir. Hygienic Laboratory		1						
TOTALS		17		19	1		15	3
Unemployment Compensation Comm.								
Typist	3	3		1				
Jr. Stenographer	2	3					1	
Int. Stenographer	4	6						
Secretary		1						
Telephone Opr.				1				
Bkkg. Mach. Opr.	1	3						
Addresso. Opr.	1			1				
File Clerk	6	1		3				
Supr. File Clerk	1			1				
Jr. Clerk	9	3		2			3	
Int. Clerk	3	5		1				
Int. Acct. Clerk	3	2						
Sr. Acct. Clerk		1		2				
Accountant		1				1	1	
Chief Accountant	1							
Admin. Assistant		1						
Claims Examiner	2			1				
Supr. Claims Exam.	2	1						
Field Advisor	7	5						
Chief Field Adv.	1	1						
Attorney		1						
TOTALS	46	38		13		1	5	

TABLE VIII, Continued

Class of Position	Salary Adjust-ments	Salary In-creases	Salary De-creases	Promo-tions	Demo-tions	Trans-fers	Rein-state-ments	Reclass-ifica-tion
United States Employment Service								
Typist	1							
Jr. Stenographer	9	6		2		2		
Int. Stenographer	2	1		1				
Key Punch Opr.	2			1				1
Statistical Clerk		1						
Jr. Clerk	8	1		4		2		1
Int. Clerk	3	3		3				
Int. Acct. Clerk								1
Chief Payroll Clk.								1
Accountant	1							
Jr. Interviewer	18	13		9		2		
Sr. Interviewer	2	9		5		5		
Manager		2		1		1		
Director		1						
TOTALS	46	37		26		12		4
TOTALS FOR ALL AGENCIES	97	397	1	139	5	33	23	24

to which he is to be promoted. Even then the promotion continues on a provisional basis until the applicant can be further qualified for the new position, either by certification from an appropriate register or by promotional competitive or non-competitive examination administered by the Merit System Supervisor in accordance with the provisions of the Merit System rules.

The administration of other personnel actions such as salary increases, transfers, demotions, suspensions, resignations, lay-offs, leaves, vacations and dismissals rests entirely with the operating agencies, and must be in conformity with Merit System rules of the respective agencies. The Merit System Office must, however, be informed of all personnel actions taken in order to permit a check on

conformity with Merit System rules, and to maintain complete personnel records for all employees under the Merit System.

Table VIII indicates the number of promotions and other personnel actions taken by the participating agencies during the period under review.

SEPARATIONS

The turnover of personnel in the various agencies under the Merit System was very large during 1942 due to the fact that a great many persons entered military service or secured employment elsewhere at better salaries, particularly employment in various types of war industries. The number of separations in the various agencies during the year was as follows:

Department of Public Welfare	146
Merit System Office	9
State Board of Health	72
Unemployment Compensation Commission	63
United States Employment Service	49

The percent of turnover for each of the agencies, based on the average number employed during the year was as follows:

Department of Public Welfare	54.7%
Merit System Office	200.0%
State Board of Health	75.8%
Unemployment Compensation Commission	92.6%
United States Employment Service	56.3%

Fortunately, a large proportion of the separations was in the lower paid classes of positions. In the four agencies, the number of separations which were of Intermediate Clerk or Intermediate Stenographer level or lower, was as follows:

Department of Public Welfare	85	(58%)
Merit System Office	8	(89%)
State Board of Health	36	(50%)
Unemployment Compensation Commission	54	(86%)
United States Employment Service	29	(59%)

TABLE IX

NUMBER OF SEPARATIONS

JAN. 1, 1942 - DEC. 31, 1942

Class of Position	Dept. of Public Welfare	Merit System Office	State Board of Health	Unemployment Compensation Commission	U. S. Employment Service
Typist	7		3	1	1
Jr. Stenographer	30		7	6	6
Int. Stenographer	17	3	7	3	
Sr. Stenographer	15		10		
Secretary		1			
Jr. Clerk	5	5	1	34	16
Int. Clerk	1			3	2
Sr. Clerk	7			1	
Jr. Acct. Clerk				2	
Int. Acct. Clerk				1	
Sr. Acct. Clerk	1				
Accountant					1
Dir. of Auditing and Finance	1				
Statistical Clerk					1
Dir. of Stat. & Res.	1				
Key Punch Operator					3
File Clerk				3	
Supr. File Clerk				1	
Jr. Caseworker	25				
Sr. Caseworker	18				
Co. Supr. Cl. III	4				
Co. Supr. Cl. I	2				
State Field Supr.	2				
Jr. Ch. Welfare Wrkr.	2				
Sr. Ch. Welfare Wrkr.	4				
Ch. Welfare Supr.	1				
Dir. Ch. Welfare Serv.	1				
Dir. Purch. & Serv.	1				
Admin. Asst.	1			1	
Asst. P. H. Nurse			1		
P.H. Nurse in Training			1		
Jr. P. H. Nurse			10		
Sr. P. H. Nurse			8		
Dist. Adv. Nurse			2		
Field Asst. Plague Cont.			1		
Supr. Plague Control			1		
Laboratory Helper			7		
Jr. Bact.-Serologist			4		
Sr. Bact.-Serologist			1		
Drug & Narcotic Insp.			2		
Sanitary Inspector			1		
Dir. Div. of Food & Drugs			1		

TABLE IX, Continued

Class of Position	Dept. of Public Welfare	Merit System Office	State Board of Health	Unemployment Compensation Commission	U. S. Employment Service
Industrial Chemist			2		
Dir. Div. Ind. Hyg.			1		
Asst. in Health Education			1		
Field Advisor				6	
Jr. Interviewer				1	8
Sr. Interviewer					8
Manager					1
Field Supervisor					1
Inform. Represen.					1
TOTALS	146	9	72	63	49

Table IX indicates the number of separations by class of position for the participating agencies during the period under review.

PAYROLL CERTIFICATION

Each of the participating agencies is required to furnish the Merit System Office with a copy of its monthly or semi-monthly payroll showing the classification of each employee as well as the rate and amount of salary. It is the responsibility of the Merit System Supervisor to check these payrolls to determine whether all employees listed are being paid within the prescribed salary ranges and to determine whether salary advances, promotions, or other personnel actions have been made in accordance with the Merit System rules. If any exceptions are taken by the Supervisor, the agencies are immediately notified so that proper adjustments can be made.

APPEALS

The Merit System rules provide that any applicant for employment who feels that he has not been dealt with fairly in any part of the examination process has the right to appeal to the Merit System Council for a fair and thorough review of his case. On these appeals, the decision

of the Council is final.

Also, under the regulations, permanent employees who are dismissed or demoted are given the right to appeal to the Council. After hearing such an appeal, the Council makes recommendations to the operating agency concerned but final decision as to the disposition of the appeal rests with the agency rather than with the Council.

At the hearings conducted by the Council, the appellant may appear in person and present any witnesses or evidence which he desires.

A summary of the appeals heard by the Council during the period under review is presented in Table X.

TABLE X

APPEALS

JAN. 1, 1942 - DEC. 31, 1942

Cause	Number Appealing	Decision for Appellant	Decision vs. Appellant
Rejected for Admission to Examination	9	4	5
Written Test	2	0	2
Oral Interview	3	0	3
TOTALS	14	4	10

COOPERATION WITH OTHER MERIT SYSTEM AGENCIES

Throughout the entire time that the Montana Joint Merit System has been in operation, the Merit System Council has approved wholeheartedly of cooperation with other Merit System Agencies. This cooperation has consisted chiefly in the administration of written or oral examinations for other State Merit System Agencies to applicants for examinations

who were residents of Montana. Most of these examinations were conducted for Merit System Agencies in Washington, Oregon, and Oklahoma. There has also been cooperation in the interchange of certain materials such as classification plans, rules, announcements, informational bulletins, etc.

Many other State Merit System Agencies have cooperated by giving examinations for the Montana Joint Merit System Council. Among the state agencies which have assisted in testing programs are: Colorado, Utah, Idaho, North Dakota, Washington, Oregon, Indiana, and Nebraska. Valuable assistance has also been received from the United States Civil Service Commission which has assisted in the administration of examinations throughout the United States, particularly in Boston, Chicago, Los Angeles, New York, San Francisco, and Washington, D. C.

The Merit System Council wishes to take this opportunity of expressing its appreciation for this generous assistance in the conduct of its examination programs.

FEDERALIZATION OF THE UNITED STATES EMPLOYMENT SERVICE

On December 19, 1941, President Franklin D. Roosevelt, in a telegram to the governors of all the states, asked for the transfer of the functions and personnel of the United States Employment Service from the unemployment compensation agencies of the various states to the national government. This transfer was effected in Montana and on January 1, 1942, the Montana State Employment Service became a Federal agency.

The Montana Merit System recognizes the status of all permenent employees who were transferred and has continued to serve as the examining and recruiting agency for the United States Employment Service

in Montana. Examinations have been given for professional classes of employees in the agency and clerks and stenographers are selected from the common registers established for all the State departments under the Merit System. All appointments to positions in the United States Employment Service are made in conformity with regulations of the United States Civil Service Commission.

FINANCES

The cost of operation of the Merit System Program in Montana for the period under review is presented in Table XI.

The cost of operations for the Merit System Office was distributed among the participating agencies in such a way that each agency paid its share of general operating costs in accordance with the number of employees in the agency as compared with the total number under the Merit System. Direct costs for specific examination programs were charged to the various agencies according to the number of positions involved for each agency. On a percentage basis, the total cost was shared during this period as follows:

Department of Public Welfare..... 50%

State Board of Health..... 20%

Unemployment Compensation Commission..... 15%

United States Employment Service..... 15%

The cost of administration per person applying was $5.01, and the cost per application was $3.06.

CONCLUSIONS

During the year 1942, the Montana Merit System Office was presented with the difficult task of finding satisfactory replacements for large

TABLE XI

EXPENDITURES BY CATEGORY FOR PERIOD

January 1, 1942 - December 31, 1942

Category	Total	% of Total
Personal Services	$ 8385.60	69.7
Supplies	901.87	7.5
Telephone	112.20	.9
Telegraph	64.33	.5
Postage	633.50	5.3
Travel Expense	309.92	2.6
Transportation of Things	92.61	.8
Printing and Binding	662.06	5.5
Rent of Premises	578.90	4.8
Miscellaneous	70.16	.6
Equipment Purchases	219.47	1.8
TOTALS	$12030.62	100.0

Total Persons	2401
Total Applications	3935
Average Application per Person	1.64
Cost per Person Applying	$5.01
Cost per Application	$3.06

numbers of persons who left the agencies under the Merit System to enter military service or to take better paying employment elsewhere. Every effort was made to publicize throughout the State the need for qualified workers and to maintain adequate registers of eligibles for all classes of positions. Many refinements and improvements were made in the examination process. The changes made in the various parts of the Merit System regulations of the participating agencies represent a sincere, and in most cases, a successful effort on the part of these agencies, to maintain their merit system on a dynamic basis in keeping with the rapidly changing conditions of the present period.

Under present conditions, it is inevitable that any weaknesses in the Merit System should become more apparent than in normal times when the turnover of personnel is not nearly as great. In spite of the fact that recruitment has been extensive and positive, it appears likely that a great many persons in Montana who can meet the requirements for merit system positions are not aware of the opportunities for employment open to them in the participating agencies. The Council believes that a great deal more can and should be done to make the citizens of Montana aware of the opportunities for permanent careers in the public service through employment with the Department of Public Welfare, the State Board of Health, the Unemployment Compensation Commission, or any other public agencies operating on a merit basis. It is, therefore, hoped that a more intensive and effective recruitment program may be developed. To this end the Council bespeaks the help of all who are concerned with the continued improvement of the public service in Montana.

It must, of course, be recognized that at the present time the

highest claim to qualified personnel is that of the public and private institutions contributing directly and immediately to the war effort, and there is no intention or desire to attract personnel away from such institutions. The expanding recruiting program for the present must be directed toward those Montana citizens who, although they cannot render direct service to the war effort, may nevertheless be well qualified for service in one of the agencies under the Merit System and thus may be able to release or replace those who can contribute directly to the winning of the war.

The Council has noted with some concern the fact that a number of eligible applicants fail to appear for the examinations. The percentage of attendance in 1942 was practically the same as in 1941, with 73.4% of the eligibles appearing on the examination day as compared with 74.0% of the eligibles appearing for tests in 1941. When the increased number of job opportunities is taken into consideration, it may be considered that some improvement has been made since it is probable that a larger percentage of the applicants in 1942 received other positions before the tests were given than in 1941. In order to help solve this problem, continued effort will be made to conduct examinations as soon as possible after the close of the recruitment period and to establish registers at the earliest possible date. The Council will welcome any practical suggestions for other methods of meeting this problem effectively.

As long as present conditions continue to exist, the problem of supplying the participating agencies with highly qualified personnel can be expected to become increasingly difficult in all its aspects. As the supply of satisfactory prospective employees becomes inadequately

low, it may be necessary to grant limited tenure to persons who are selected during the war emergency period, with a requirement of re-examination of these persons in open competition with others who will be available when the war is over.

Since the establishment of the Joint Merit System one of the difficult problems has been that of interagency promotions. It is inevitable that employees of one agency will secure ratings in examinations for other agencies and will be certified for consideration when opportunities for promotion occur. It is natural that there should be some resentment if one agency is able to offer positions to employees of another agency because of higher salary ranges or higher classes of positions. However, the right of the individual employee must also be recognized and opportunities for advancement, even though they involve interagency promotions, must not be denied to employees under the Merit System if the participating agencies wish to continue to recruit the best qualified citizens of the State. It is hoped that in the not-too-distant future it will be possible to eliminate the chief cause of this difficulty by establishing identical rates of pay for equivalent types of work in the different agencies.

It is inevitable that the problems of a personnel agency will become increasingly difficult during the war period. The Montana Merit System pledges itself to make every effort to adapt its policies and procedures to present conditions in order that it may serve the participating agencies as effectively as possible. The Council wishes to assure the people of Montana that no changes will be permitted which will alter the basic principles upon which the Merit System has been established; namely, equality of opportunity and treatment for all

Montana citizens seeking State employment, regardless of politics, race, sex, or creed, to the end that the public service rendered to the State as a whole may be as efficient, as economical, and as democratic as possible.

APPENDIX

TABLE XII

CLASSES OF POSITIONS UNDER THE MONTANA MERIT SYSTEM 1/

Title of Position	Number of Positions 2/	Minimum Salary 3/	Maximum Salary 3/
Department of Public Welfare			
Director of Public Assistance	1	$225	$275
Administrative Assistant	1	185	225
State Field Supervisor	7	175	215
County Supervisor Class I	7	175	215
County Supervisor Class II	6	160	200
County Supervisor Class III	14	140	165
Senior Caseworker	36	125	150
Junior Caseworker	47	105	130
Interpreter	1	95	120
Director of Child Welfare Serv.	1	200	250
Child Welfare Consultant	4	160	200
Sr. Child Welfare Worker	4	140	165
Jr. Child Welfare Worker	3	125	150
Junior Statistician	1	125	150
Director of Auditing & Finance	1	200	250
Accountant	2	165	205
Senior Accounting Clerk	4	150	175
Senior Clerk	12	120	145
Intermediate Clerk	8	95	120
Junior Clerk	4	75	100
Secretary	1	135	160
Senior Stenographer	31	115	140
Intermediate Stenographer	25	95	120
Junior Stenographer	34	75	100
Typist	6	75	100
Telephone Operator	1	85	110
Key Punch Operator	1	75	100
Director of Commodity Distrib.	1	175	215
Asst. Dir. of Commodity Distrib.	1	140	165
Supervisor of Supplies & Services	1	150	175
Merit System Office			
Supervisor	1	250	300
Secretary	1	135	160
Intermediate Stenographer	1	95	120
Junior Stenographer	1	75	100
Junior Clerk	1	75	100

TABLE XII, Continued

Title of Position	Number of Positions 2/	Minimum Salary 3/	Maximum Salary 3/
State Board of Health			
Epidemiologist and Director of Rural Health Work	1	$333	$383
Director of Division of Maternal and Child Health	1	333	383
Asst. Dir. of Div. of Maternal and Child Health	1	300	350
Director of Dental Health Educ.	1	266	316
Director of Health Education	1	250	300
Assistant in Health Education	1	150	200
Supr. of Public Health Nursing	1	233	283
District Advisory Nurse	2	175	225
Nursing Consultant in Maternal and Child Health	1	165	215
Orthopedic Field Supervisor	3	175	225
Local Public Health Nursing Supervisor	3	160	200
Senior Public Health Nurse	12	150	183
Junior Public Health Nurse	15	135	150
Assistant Public Health Nurse	1	135	135
Public Health Nurse in Training	3	100	100
Director of Division of Services for Crippled Children	1	300	350
Director Division of Industrial Hygiene	1	300	350
Industrial Hygiene Chemist	1	175	225
Director of Division of Water and Sewage	1	300	350
Asst. Director of Division of Water and Sewage	1	200	250
Bacteriologist-Chemist Div. of Water and Sewage	1	150	200
Sanitary Engineer Division of Water and Sewage	1	150	200
Director of Division of Food and Drugs	1	250	300
Chemist-Div. of Food and Drugs	1	175	225
Sanitary Inspector	1	150	200
Drug and Narcotic Inspector	1	125	150
Director of Hygienic Laboratory	1	300	350
Asst. Dir. of Hygienic Lab.	1	183	233
Senior Bacteriologist-Serologist	1	175	225
Junior Bacteriologist-Serologist	4	125	175

TABLE XII, Continued

Title of Position	Number of Positions 2/	Minimum Salary 3/	Maximum Salary 3/
Deputy Registrar of Vital Statistics	1	$200	$250
Fiscal Agent	1	200	250
Senior Stenographer	12	135	160
Intermediate Stenographer	4	120	140
Junior Stenographer	5	100	120
Typist	1	100	120
Intermediate Clerk	1	120	140
Junior Clerk	1	100	117
Laboratory Helper	3	85	110
Unemployment Compensation Commission			
Director	1	300	350
Attorney	1	250	300
Chief Field Advisor	1	225	275
Field Advisor	7	175	225
Supervising Claims Examiner	1	185	235
Claims Examiner	2	150 4/	190
Chief Accountant	1	225	275
Accountant	3	170	220
Senior Accounting Clerk	2	140	160
Intermediate Accounting Clerk	3	120 4/	140
Junior Accounting Clerk	1	100 4/	120
Senior Clerk	2	140	160
Intermediate Clerk	4	120 4/	140
Junior Clerk	13	100 4/	120
Supervising File Clerk	1	120 4/	140
File Clerk	3	100 4/	120
Secretary	1	145	165
Intermediate Stenographer	5	120 4/	140
Junior Stenographer	3	100 4/	120
Typist	4	100 4/	120
Addressograph Operator	1	100 4/	120
Bookkeeping Machine Operator	2	110 4/	130
United States Employment Service 5/			
Director	1	300	350
Field Supervisor	4	225	275
Administrative Assistant	1	200	250
Manager	4	175	225
Senior Interviewer	17	150	190
Junior Interviewer	23	125 4/	150

TABLE XII, Continued

Title of Position	Number of Positions 2/	Minimum Salary 3/	Maximum Salary 3/
Chief, Research & Statistics	1	$225	$275
Statistician	1	175	225
Occupational Analyst	1	175	225
Accountant	1	170	220
Intermediate Clerk	4	120 4/	140
Junior Clerk	12	100 4/	120
Statistical Clerk	1	120 4/	140
Senior Stenographer	1	140	160
Intermediate Stenographer	1	120 4/	140
Junior Stenographer	13	100 4/	120
Key Punch Operator	2	100 4/	120

1/ Includes all classified positions as of December 31, 1942.

2/ Average of the number employed each month during 1942, to the nearest whole number.

3/ Minimum and maximum monthly salaries based on compensation plans in effect December 31, 1942.

4/ New employees for this class of position inducted at $10 above the established minimum.

5/ Figures given for minimum salary and maximum salary are based on basic rate of pay, and do not take into account overtime pay for time worked in excess of 40 hours per week.